


<b>TRANSMITTAL SLIP</b>		DATE 12 November 1969
TO: Mr. Bannerman		
ROOM NO.	BUILDING	
REMARKS:  <div style="text-align: right;">STATINTL</div> <div style="text-align: center;">For your information.</div> <div style="text-align: center;"></div>		
FROM:		
ROOM NO.	BUILDING	EXTENSION

FORM NO. 241  
1 FEB 55REPLACES FORM 36-8  
WHICH MAY BE USED.

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DD/S 89-5089

12 November 1969

MEMORANDUM FOR: Deputy Director for Support

SUBJECT : Report From SDS-2

1. Attached herewith is the written report from the members of SDS-2.
2. We were charged with examining the question of whether or not opportunities for inter-office assignments should be increased, and to formulate a program by which such assignments could be made if the question was resolved in the affirmative. Our report is responsive to these requirements.
3. We have a point to make regarding the format of the attached report. To permit quick and ready appreciation of the course of action proposed by SDS-2, we have prefaced the main portion of the report with a summary of the conclusions reached and the outline of the program we recommend. The main body of the report goes into complete detail.
4. As you directed at the completion of our oral briefing to you, a variation on the program we recommend is attached as an annex to this report.
5. Pursuant to instructions from the moderator of the SDS series, we are simultaneously distributing copies of this report to the Directors of the Offices in the Support Services.

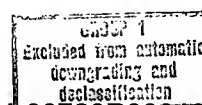


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For the Members of SDS-2

Atts.

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~~SECRET~~SUMMARY

The Deputy Director for Support in the written problem referred to SDS-2 and in his oral briefing to SDS-2 described the need to provide for a reservoir of trained officers who could be selected for support generalist and managerial assignments. A scheme of inter-Office assignments was suggested as a means of developing such officers to the point at which they would possess some generalist background knowledge plus additional expertise in a given field.

The needs which brought this problem to the fore are not only present day needs. In the next five years up to 65% of officers GS-14 and above in the Support Services could leave by way of retirement and natural attrition.

25X9 (This amounts to ) Clearly, some method of planned development of managerial competence is suggested by these figures.

Some degree of inter-Office rotation is now taking place. Apart from the rotation of Support Officers, whose rotation is controlled from a central point, approximately 80 other members of the Support Services are on inter-Office assignments. There is not, however, any central point that controls these assignments or knows the identities of the employees involved; there is no central knowledge of whether or not these employees are receiving broadening experiences that would qualify them as talent for the reservoir cited by the DDS. Obviously the degree of conscious purposefulness, in these cases, as they pertain to development of human resources, can only be somewhat suspect..

In order to provide a means for developing officers with managerial talent, for keeping informed of their skills and identities, and for investing this means with the element of conscious purposefulness, SDS-2 proposes the following system:

A centrally-administered effort to identify, and consciously and purposefully to plan and to monitor the development of officers who possess potential for managerial assignments; to provide for a continuing inventory of trained managerial talent; and to operate complementary to the Offices in the Support Services.

The following report discusses the work of SDS-2 at length.

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REPORT  
of  
SDS-2

OUTLINE

- I Background
  - II Consideration of the problem
    - A. As referred to us.
    - B. General Considerations.
    - C. Planning Assumptions.
  - III Statement of Objective
  - IV Program to attain objective
    - A. The Concept
    - B. The Mechanism and the Process
  - V Review of Program in relation to present administrative impediments and arrangements.
  - VI Recommendations
- Tab A Characteristics of Managerial Talent
- ANNEX - Variation on Program Recommended

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# I BACKGROUND

On 29 September 1969, the Deputy Director for Support convened in his Conference Room a meeting with a group of representatives from each Office in the Support Directorate. These representatives had been chosen to participate in a working seminar to make a study of the proposition that opportunities for inter-Office assignments should be increased in order to develop a reservoir of personnel available for generalist support and managerial assignments, and to develop a program that would effectuate such assignments. This being the second group of officers to be charged with examining a problem of interest to the DDS, the group was designated SDS-2 (Support Directorate Seminar No. 2).

The meeting with the Deputy Director for Support was for the purpose of receiving directly from him the background events that led to the identification of the subject, and his views of the problem.

The group met again on 1 October 1969, this time to receive briefings on the structure, operations and problems of the various career services in the Support Directorate. The briefings were conducted by representatives of those services. Each briefer was able to report that his respective service had careerists on assignments to other Offices.

On 5 October 1969 the group assembled  where they spent the week working on the problem.

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On 23 October, the group presented an oral report to the Deputy Director for Support.

The members of SDS-2, and the Offices which they represented, were as follows:

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Communications  
Medical Services  
Personnel  
Training  
Logistics  
Finance  
O/DDS  
Security

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## II. CONSIDERATION OF THE PROBLEM

### A. As referred to us

The following is the statement of problem formally referred to SDS-2 by the Deputy Director for Support:

"Should opportunities for inter-Office assignments be increased? A significant contribution can be made by a group of our careerists addressing themselves to this problem which was submitted by the Office of Personnel. Indeed, the Support Directorate has a problem in finding qualified officers even down to the GS-13 level for generalist-type assignments. I want to see a positive approach to the problem; that is, a Seminar Study which would result in the development of a plan/program for inter-Office assignments. I believe that an organized program of inter-Office assignments might "break the ice" and provide a reservoir of officers with some generalist background knowledge plus additional expertise in a given field."

SDS-2 was asked to consider several individual but closely related problems. The principal question was "Should opportunities for inter-Office assignments be increased?" During discussion with the Deputy Director for Support, these subsidiary problems were identified: The need to develop senior managers with broad experience in support matters; the need to qualify greater numbers of officers for generalist Support assignments, even down to the GS-13 level; and the need to develop a capability to meet increasing demands despite reductions in the number of Support positions, especially abroad.

### B. General Considerations

SDS-2 considered the following propositions:

1. Experience is broadened not only by inter-Office assignments within the Support Services but by exchanges with other components of the Agency as well. This is demonstrated by the program of rotation between the Office of Training and the Clandestine Service.

2. Large numbers of broadly experienced managers will be needed to replace the up to 65% of personnel, GS-14 and above, of the

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Support Services who could be expected to retire by the end of 1975. This percentage amounts to [ ] from a population [ ] in this grade range and is composed of [ ] mandatory retirements during the period [ ] possible non-mandatory retirements and [ ] losses due to normal attrition.

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25  
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25X9

3. A large scale program of inter-Office rotation may require some modification to the present career service structure.

4. Inter-Office rotation within the Support Services is already occurring to some degree. Apart from "S" or generalist support officers on assignment throughout the Support Services, there are, at the present time, approximately 80 officers serving in positions assigned to career services other than their own. While the "S" career service maintains a central record of Support Officers on assignment, there is no such central inventory maintained for these 80 officers. It is fair to say that there is no central authority having any idea of who these officers are, what they are doing, and whether or not their skills and careers are being enhanced by their rotational assignments. It is quite obvious that these 80 rotations are not part of any conscious and purposeful design.

#### C. Planning Assumptions

After relating the over-all problem to the broad considerations outlined above, SDS-2 arrived at the following planning assumptions:

1. No comprehensive program exists now for identifying managerial talent and providing across-the-board experience designed to meet the broad needs of the Support Services. To meet present and impending requirements, such a program should be developed as soon as possible.

2. Inter-Office assignments should be the product of more purposeful direction than exists in exchanges now taking place.

3. The developmental program should be designed to provide for an expanded and continuing inventory of managerial talent as well as generalist support officers.

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4. Planned rotation should initially be concerned only with positions for which the Support Services are responsible; and should involve modest numbers of officers, recognizing that as the program proves its effectiveness and experience is gained the plan may be expanded.

5. Centralized administration is necessary for an effective program, and such central administration does not require modification of the career service structure at this time.

### III STATEMENT OF THE OBJECTIVE

Based on an examination of the problem and of the considerations bearing on it, and mindful of the requirement to offer a program or plan by which the "ice" might be "broken", SDS-2 concluded that it was necessary to define an objective in order to give direction to the further efforts of developing a program. The following objective was consequently defined and served as our "compass heading" for the remainder of our involvement with the problem:

#### OBJECTIVE

To formulate a plan of inter-Office rotation for the purpose of developing within the Support Service a greater number of officers whose managerial ability, general competence and broad experience can be readily used to fill senior and middle management positions for which the Support Services are responsible both domestically and abroad.

### IV PROGRAM TO ATTAIN THE OBJECTIVE

#### 1. The Concept

The program devised to attain the objective is based on the following concept:

The concept of the program is that of a flexible, centrally-administered effort to identify, and consciously and purposefully to plan and to monitor the development of officers possessing potential for middle-and senior-management positions in the Support Services as well as for generalist support officer assignments; to provide for an inventory of trained talent; and to operate complementary to the efforts of the Offices of the Support Services.

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The program should be flexible in order to permit the number of persons in the developmental process to be increased or decreased according to projections of future needs and considerations of present inoperatives; it should be centrally-administered in order to ensure a standard of operation and a single, command-oriented thrust to the elements of consciousness and purpose that will invest the effort; the program should be designed, among other things, to identify officers who possess the abilities for the type assignments we have indicated; it should require a central inventory for the identification of officers who have had the various experiences necessary to make them worthy of consideration for managerial and generalist assignments. Last, but not at all the least, the program should be complementary to what the individual Offices (career services) of the Support Services are concerned with, personnel-wise, in their own efforts. Officers selected for developmental experiences will continue to remain in their respective career services, will return to those services after developmental experience and will be available for broader assignments in their respective career services as well as being qualified for the central inventory or reservoir. The central inventory should (once the program has been "producing") contain the names of officers who might be considered by the DDS for assignments; this will increase his range of options in selecting officers for senior positions. Likewise, the inventory can be used by the Heads of individual Offices whenever they wish to consider a number of candidates for positions in their organizations.

## 2. The Mechanism and the Process

The mechanism that will constitute the apparatus for central administration should consist of the following:

a. A board or panel of senior officers, appointed by the DDS, for the review, selection and assignment of persons to be given developmental experiences. This board or panel (the formal designation to be made by the DDS) would function on an ad hoc basis, as needed.

b. A project manager, for day-to-day operation of the program. He should be appointed by the DDS, should be sufficiently senior graded to permit meaningful dialogue with Heads of Offices.

c. Criteria for identification of persons for developmental experiences. The project manager could work out a set of selection criteria with the Heads of Offices; the board or panel would later give the final approval to the criteria. (SDS-2 developed a suggested set of criteria for the identification; this

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set is attached as Tab "A". SDS-2 understands, however, that any criteria finally adopted would be the result of the efforts of the project manager and Heads of Offices.)

d. An Inventory of Developmental Positions

These would be identified jointly the project manager and Heads of Offices and should be those that:

- (1) Are in the GS-12 to GS-14 range, inclusive.
- (2) Are line middle-management and staff planning positions that do not require extensive technical or specialized background.
- (3) Provide meaningful exposure to substantive aspects of finance, logistics, personnel and "PPB" - type functions. (While in no way denigrating other Support-type functions, SDS-2 believed that the Support areas just mentioned provide the most fruitful grounds for training of managerial/generalist talent).

e. A Practical, "Working" Management/Support Training Course

Although several good courses pertaining to management do exist, they are essentially general in content - e.g., the "grid", supervision, general management, SDS-2 recommends that the Office of Training develop a course of instruction in day-to-day problems, such as: field property accountings, planning-programming, budgeting; personnel problems of CSGA controls, personnel casualties and retirement processing; logistics support of activities.

f. A Continuing Inventory of Officers Deemed (by the Board or Panel) to be Qualified for Consideration for Support Generalist or Managerial Assignments

This inventory, part of the central apparatus, would be maintained by the project manager. It would include present support generalists and those officers who will have gone through the developmental process described in the next section of this report.

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The process by which the program would function may be illustrated briefly by this schematic drawing:

### PROCESS CHART

<u>Offices</u>	Identify talent and recommend to board/panel
Board or Panel	Reviews recommendations, files, and PSS information
	Discusses program with nominees
	Formulates developmental plan
	Identifies developmental positions
	Assign to developmental situations
	Monitors programs
	Makes final evaluation
	Includes in inventory

The individual steps are explained briefly as follows: The individual Offices using the criteria already agreed upon, identify and recommend talent to the board or panel. SDS-2 recommends that each time the Offices are asked to identify their talent for generalist/managerial assignments, they be required to identify all such officers, not just a quota or a specified number. The board/panel decision as to the number to be put into developmental experiences will depend on top management's decision as to the tempo of the program at any one time.

The board/panel reviews the recommendation from the individual office, examines the personnel file of the candidate, and also considers the information and advice the Psychological Services Staff might be able to offer on the basis of past tests and assessment.

Assuming the nominee is acceptable to this point, the program is then discussed in an interview with the nominee. Since this is a voluntary program the nominee should be given the opportunity to refuse participation. The interview should stress the reason for the program and what it will mean to the Support Services and to the candidate. He should be appraised of the fact that successful

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completion of the program does not imply any aspect of "elite corps"; he should also be made to realize that while his failure in the program will not prejudice his standing in his career service but that it will be made a matter of record. He should also be made to realize that there will be no change to his career service designation.

When a nominee is accepted and ready for developmental experiences, the project manager analyzes the nominee's background and formulates a developmental plan designed to fill in those areas where "gaps" of meaningful experience exist. This plan could include assignment to developmental positions, to training or a combination of both. Assignments to positions could be for short periods or for a full tour. Short-term assignments might be of a multiple nature - e.g., short-term assignments to several different positions and offices consecutively. Whether or not such a plan should be approved by the board/panel and the nominee's career service is a matter to be decided when the board/panel designs its own modus operandi.

With the developmental plan approved, the project manager will identify the type of developmental positions that will provide the experiences for the nominee. Undoubtedly, the project manager will engage in negotiations with the Heads of Offices on this point.

Actual assignment to developmental situations. We have used the word "situations" here to mean training as well as actual working positions.

While the candidate is in a developmental situation, the project manager should be required to monitor his progress. A continual follow-up will be as necessary in drawing the individual officer into a conscious attitude of participation in the program as it will be for the individual candidate to realize a continuing interest on his behalf; hopefully, this will impart to the candidate the realization that a large share of responsibility for success of the program rests with himself.

Upon completion of the developmental experience the project manager should make a final evaluation of each individual case. He should review not only the formal record (Fitness Report) of the candidate's performance but the informal record as well. This latter would be derived from conversations with the candidate's supervisors, training instructors, and with the candidate himself. The Psychological Services Staff could conceivably be asked to provide its "reading" of the performance record. From all this information, the project manager would evaluate the candidate's performance and would evaluate the developmental plan used in his individual case. The evaluation of the candidate would be made part of his official record; the evaluation of the developmental plan would be used by the project manager to make changes, if and as necessary, to the planning process.

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Once a candidate had passed successfully through the developmental situations arranged for broadening his experiences, his name would be added to the central inventory of officers who could be considered for assignments to generalist support or managerial positions. The project manager would be responsible for continuous updating of this inventory, constantly adding the names of officers who underwent this developmental program and dropping from it those officers who could no longer, for whatever reason, be considered for generalist/managerial positions. The project manager should also establish some means of ensuring that his office becomes a point of coordination for all inter-Office exchanges not resulting from the proposed program; this will guarantee his opportunity to be knowledgeable of developmental training, that conceivably could take place by unplanned means.

V. REVIEW OF THE PROPOSED PROGRAM IN RELATION TO PRESENT ADMINISTRATIVE IMPEDIMENTS AND ARRANGEMENTS

Any new or proposed program must "weight in" against present administrative considerations that may impede or assist its full realization; the program proposed here by SDS-2 is no exception. Our points as to why this program is desirable have already been presented. There remains now the need to examine the major administrative considerations that might tend to be impediments to the program. Such examination does not imply that SDS-2 was responsible for recommending changes in administrative arrangements that could serve as impediments. We realized full well that our proposal could not be considered in a vacuum, so to speak; nor could we overlook the element of command influence toward amelioration of these impediments if a decision is made to proceed with the program. Our purpose was to highlight the fact of their existence.

A. Career Service

The various career services in the Support Services have, by and large, been left to their own devices to provide for the development of their personnel and for arranging for successions of personnel replacements upwards. To a large degree this has resulted in something on the order of vertical specialization (i.e., vertical within any one career service's professional discipline.) The proposed program tends to challenge this historical evolution, and at first blush this might appear to be a challenge of a deleterious nature. The proposed system is, however, designed to be complementary to the workings of the career services. It opens another avenue for development of those officers identified as possessing the talent for broader managerial responsibilities - for a broader

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development than would be possible within the confines of a single career service; and it represents another source for evaluation of the capabilities of officers selected. The proposed system, after it has produced an inventory of talent, may be used by the Heads of the career services as a passible source of talent for outstanding requirements - at the least it will enable a Head to consider a wider range of candidates for his forthcoming openings in managerial positions.

The matter of releasing employees for rotational development and accepting others will present a novel experience if not also a problem; but not a problem that cannot be overcome. Rotations of personnel are and have been occurring, trained individuals are released, new persons are "broken in"; the fact that the proposed system injects elements of consciousness and purposefulness for longer term objectives should not make adjustments more difficult. In any event, the need to tie such purposeful rotations to definite developmental plans is a new ingredient and one which contributes to one belief that the program should be operated initially on a modest scale until new experiences have satisfactorily become routine practices.

B. Grade Authorizations

SDS-2 considered here a range of potential impediments such as ceilings, CSGA, the constantly changing nature of work, headroom, and the incompatibility of grade structures among the various career services. Some "branch chiefs" in some career services are GS-15, in others GS-13. The work content of many positions changes even though the titles might remain stylized; this suggests that the identification of developmental positions should be supported by an analysis of job content to ensure that such positions are what they are supposed to be.

By and large, these impediments are issues not so much to be resolved as to be interpreted for this larger purpose; in fact we know that approximately 80 inter-career service rotations are now a fact, and these are exclusive of assignments of Support Officers.

The forthcoming 5% reduction over the next two Fiscal Years will undoubtedly tend to intensify conceptions that these impediments are problems that cannot be overcome. While the reduction will highlight these impediments as the result of the need for career services to feel the need to consolidate, yet the responsibility for future requirements

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call for more precise and purposeful developmental planning, not less. The development of human resources must not be frustrated by an over concern for the administrative niceties; if anything has to give, it should be the latter, not the former.

#### C. Releasing Office Reluctance

We anticipate that there will be some initial reluctance for Offices on the basis of a "brain drain," to release to the developmental program their better officers. In this regard we feel that the relatively few persons from each component who will rotate should not materially affect Office efficiency. We are inclined to believe that backup expertise, latent perhaps, is available for most positions and any loss of expertise will at best be temporary. In fact, the "back up" experts might very well be the beneficiaries of new and more responsible experiences. Conversely, if rotations are executed on a more or less one-for-one basis, it would be reasonable to assume that the general caliber of rotation will be high and will result in meaningful production on the new assignment at an early date. We do not, however, wish to imply that rotations will be on a one-for-one basis and hence cancel out.

#### D. Receiving Office Reluctance

Acceptance by the receiving office of the assignee for a meaningful position providing broad experience is necessary to the over-all success of the program. It is recognized that this acceptance must be earned through the demonstrated ability of the assignees to perform at an acceptable level. While some loss of productivity is always associated with turn over in most positions, we believe that the high caliber of personnel associated with the rotation program will soon establish a reputation of acceptability. Assignees can be prepared for rotational assignments through specialized training and orientation programs permitting them to speed the transition process and reach a point of reasonable productivity quickly in the new environment.

#### Special Point in Relation to "C" and "D" Above

Germane to these two topics and to the need to identify and inventory developmental positions in the various career services is some consideration of the present staffing of such positions. SDS-2 could perceive that some developmental positions might be filled by persons who have had a narrow development for the job they presently hold. To move such persons to other positions within a career service might present assignment problems

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to the career service involved. The identification of this possible problem area does not mean it is insurmountable; it is rather a situation to be realized and to be resolved for the aims of the proposed program.

E. Effect on Employees

The plan will have several personal effects on officers not generally or usually associated with inter-Office rotation. An officer out of sight from his parent career service will, through management by the board or panel and project manager and its feed-back to his career service, be assured of competitive evaluation for promotion and assignment. Equally important is to assure that failure by an officer on a rotational inter-Office assignment, and which failure may cause his rejection from the system, will not ruin his career with his career service. Frequent evaluation of the officer through the ongoing Fitness Reports augmented by periodic monitoring of progress (by project manager) of the man and the plan itself should detect any flaws before they become aggravated. A consequence of non-success, not for cause, in an inter-Office assignment should permit an officer to return with undiminished honor to his career service. In order to minimize the tendency to treat rotational assignments as training only, we foresee usefulness in frequent communications among the officer, the Office of assignment and the project manager on such matters as the nature of the assignment.

It is to be anticipated that once the proposed program is in operation and becomes well known, it will serve to promote a competitive spirit among officers who aspire to generalist or managerial responsibilities. Such a development has an obvious "fall out" to the advantage of the Agency. Management should be alert, however, to disabuse any group of the idea that selection for the developmental process implies an "elite corps" of managers. While it will be true that "many are called but few are chosen", it does not follow that those chosen are in any way to be "elite" employees.

F. Cost

There will be no new budget-related costs as the result of the proposed program. Only one employee is introduced in the scheme - the project manager; and he can be appointed from the cadre of employees already on the rolls. A slight new expense might be realized in developing the training course recommended; but, again, this course can be developed by present employees. As long as the proposed program is conducted with the on-going personnel structure there should be no additional cost factors to be considered.

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G. Recommendations

Based on all the considerations reviewed in this report, SDS-2 recommends that:

1. A project manager be appointed
2. A board or panel be appointed
3. A target date for establishment of the program be set

(This report has referred to the board or panel and to the project manager in lower case letters so as purposely to indicate that SDS-2 did not presume to give titles. Choice of titles should be a matter of choice for the Deputy Director for Support.

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TAB A

CRITERIA FOR IDENTIFICATION OF MANAGERIAL TALENT

SDS-2 agreed that the following characteristics would solve to identify persons with managerial talent for the proposed program:

Age Range 35/45

Language Aptitude

Analytical Abilities

Effective Communicator

Academic Degree

Identification by relevant/valid psycho testing

Potential growth identification by Career Service Heads

Ability to deal with people, organize and direct their efforts

Ability to cope with financial planning

Catalyst

Drive/energetic

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ANNEX

In order to provide the Deputy Director for Support with an option to our recommended program, SDS-2 includes the following alternative proposal.

As will be seen immediately, the alternative proposal is a variation on the recommended proposal. The alternative does not provide for central administration of the program, hence does not suggest a project manager or a board/panel.

ALTERNATIVE PROPOSAL

1. Program administered by the career services
2. Coordination role by DDS Career Management Officer
3. Standards and mechanisms developed jointly by DDS-CMO  
Career Services
4. Each office makes available certain developmental positions  
for rotation
5. Periodic reporting of progress by the Career Services
6. DDS-CMO maintains inventory of qualified personnel

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